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Know Your COMMUNITY

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THEOLOGICAL SEMINARY

As a Basis for Understanding the Schools' Problems

Leaflet No. 57

Know Your School Series

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FOREWORD

Each fall when school begins, approximately 60,000 new teachers start the school year, many of them in a community new to them. Also each year, about 430,000 school board members take up what many persons consider one of the most difficult, thankless positions of public responsibility. And each year, fortunately, committees and study groups of parents and teachers, university and college clubs, and other public service organizations attempt to acquaint themselves with the school's purposes and program as a community institution. To what extent does the school serve community needs? How can the community be interpreted in terms of school functions? For persons interested in these problems, the outlines which follow may serve as convenient pegs on which to hang the facts they gather about their communities, so that they can scrutinize and interpret their findings as a basis for individual or group action.

The United States Office of Education, at the request of the American Association of University Women, in 1937, began the preparation of a series of study outlines for the use of the local branches of that organization. Four outlines in mimeographed form were issued at intervals during the year. They met with such good response not only by the American Association of University Women but by other organizations interested in studying the public-school system that the supply was soon exhausted. In view of the continuing interest, the Office of Education decided to have the outlines printed as a series of leaflets under the general heading "Know Your School." The titles of the outlines already prepared are "Know Your Board of Education," "Know Your Superintendent," "Know Your School Principal," "Know Your Teacher," "Know Your School Child," "Know How Your Schools Are Financed," "Know Your State Educational Program," and "Know Your School Library." Other outlines in the series will be issued from time to time.

BESS GOODYKOONTZ,
Assistant U. S. Commissioner of Education.

KNOW YOUR COMMUNITY

AS A BASIS FOR UNDERSTANDING THE SCHOOLS' PROBLEMS

By

BESS GOODYKOONTZ

Assistant U. S. Commissioner of Education

SIZE OF THE COMMUNITY

ONE OF THE first things we think of to tell about our community is how big it is. Size implies certain characteristics in terms of community facilities, neighborliness, tempo of living, and so on. But a community of 25,000 in Illinois farming country is very different in character from one of the same size close to New York City or some other metropolitan center. "Size-where" more nearly tells the story than size alone.

Furthermore, population *trend* is probably even more significant than size alone in understanding a community's problems and its psychology. A town of 10,000 which was formerly 45,000 is a very different place from one which is now 10,000 but was only 1,500 in the last census—different in activity, in character of the population, in community organization, in outlook. The direction of population change is extremely important to a community.

SUGGESTIONS FOR INVESTIGATION AND DISCUSSION

1. What is the present population of your community? What has it been in census years as far back as census data are available? Make a population line graph, and so far as possible account for any pronounced changes in the line. What problems have these population changes brought for the schools?
2. Is yours a growing community, a static one, or a declining one? If it is growing markedly, what is the character

of the incoming residents? Do any of these terms apply:

Young families coming to secure homes
Unemployed looking for work
Persons moving out from a large city
Labor following a moving industry
Health seekers

What problems does the increase in population make for the schools? More children? Of what ages? Are many lower grades and few upper grades needed? Are more buildings and teachers needed rapidly, and before tax income increases, proportionate to the population?

3. If the population is decreasing, what changes are taking place in:

Rents	New building
Employment openings	Church memberships
Railroad schedules	School enrollments
Retail stocks	The number of teachers

4. How do the people think of their community's size? Do they use any of these terms in describing it:

The biggest little town in our corner of the State
Just a little country town
A nice little place to live in
An up-and-coming little city
Just a wide place in the road
A real city
The biggest city in the State

When the people in your community brag about their home-town's size, is it because it is small or because it is large? What are the advantages they see? Do any of these advantages relate to schools?

REFERENCES

1. For population statistics *see* Bureau of the Census, U. S. Department of Commerce, Fifteenth Census (1936), Population, vol. 1, *or* the Abstract of the 1930 report. Superintendent of Documents, Government Printing Office, Washington, D. C.

2. For a description of a city's problems during time of rapid population change *see* Robert S. and Helen M. Lynd's *Middletown in Transition* (Harcourt, Brace and Co., Inc.,

1937) *or* J. W. Goldthwaite's article on *A Town That Has Gone Downhill* in the Geographical Review of October 1927. (17: 527–552.)

3. In his book, *The Culture of Cities*, Lewis Mumford gives the implication that any city that is over 50,000 in population is too big. What undesirable characteristics do you see?

It is commonly agreed by school administrators that a school district (which is one type of community, though not necessarily a political unit) should be large enough to support adequate administrative and supervisory services. "A school system of such size would be supported by a population of around 50,000," says Howard A. Dawson in a publication of the U. S. Office of Education. (Reorganization of School Units, Bulletin 1935, No. 15. Superintendent of Documents, Government Printing Office, Washington, D. C. Price, 10 cents.)

Is this a contradiction of Mr. Mumford's point?

LOCATION

Where a community is, has a great deal to do with its interests, its activities, its problems, its points of view. So great is the influence of "place" that we commonly assume that people differ in accordance with the location of their homes. We say "a typical Bostonian," "a real Westerner," "a true Southerner," "a Texan," and so on. Of course, it is not the geographical location that makes the difference. Rather it is that so many factors combine with location to influence the lives of people in any given community—among them climate, natural resources, historical development. But it is worth while in studying a community to note its location and in what ways its place has influenced it.

SUGGESTIONS FOR INVESTIGATION AND DISCUSSION

1. Where is your community? Do any of these terms apply to it:

Middle West	Eastern seaboard
Western coast	Mississippi Valley
New England	Western plains

Do the people in your community have some name applied to them (such as "Texas long-horn" or "Buckeye" for persons from Ohio) because of the part of the country from which they come?

2. What is your community near?

A river	Coal mines	A metropolitan center
A lake	Oil	An industrial center
A mountain range	Forests	A resort
A seaport	Farm land	Some famous place

To what do the people in your community think of themselves as being near? Why?

3. Where is your community in its State relationship? Do people in the State think of it in any of these terms:

Way up in the northeast corner
Across the divide
Just outside the city
At the extreme western border
Just a short distance from the capital

How do the people in your community think of themselves in regard to location? Do they think they have some problems which the rest of the State doesn't understand?

4. It is frequently said that so far as schools are concerned, it makes a great deal of difference to children where they are born and where they grow up. For example, in eight States there is an average elementary school term of 180 days; in four States the term is less than 150 days. Also, the amount spent in one recent year for each elementary school child ranged from more than one hundred dollars in two States to about twenty dollars in two States. Furthermore, a large proportion of school funds come from local sources, and the communities within a State vary greatly in what they provide for schools.

   Are the children of your community fortunate in the location of their homes, insofar as that affects the amount and character of the educational provisions?

5. It is commonly believed that what children study at school should be related to their interests and needs. Another way to say this is that the curriculum should draw generously from home and community problems, activities, and materials. If this seems to you to be a fair statement, what is the importance to children in your community of such topics as these:

Soil conservation	National parks
The fishing industry	Pure food regulations
The cooperative movement	Home furnishing
Transportation	Citrus fruits
Labor organization	Textile industry
Settlement of the West	Latin America

What other topics are of particular value for study in your community?

REFERENCES

For references giving school statistics, *see* the last Biennial Survey of Education (Government Printing Office, Washington, D. C.). It is available at most libraries or school superintendents' offices.

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HISTORY

What a community is today can be traced back in many of its characteristics to the people who established it and to the reasons for which they came. For example, many midwestern communities grew up as trading centers for the hundreds of land-hunting young couples from the Eastern States whose traditions led them to lay out their little towns around a typical New England village square. Village squares, as well as other New England patterns of life, are still common in many communities of the Mississippi Valley. The pioneer history of our country is full of color, and full of significance for anyone who is interested in knowing how a particular community came to be what it now is.

SUGGESTIONS FOR INVESTIGATION AND DISCUSSION

1. Who were the founders of your community? Are they usually thought of as individuals—such as Julian Dubuque, William Penn—or are they a group of persons—such as a religious sect or the backers of some industrial enterprise? Are there monuments or memorials to the founders?
2. What were the compelling reasons for their coming? How did these reasons affect your community's later history? Do new residents now come to the community for the same, or similar reasons?
3. Approximately what are the important dates of your community's existence? When did the first settlers come? When did the community become an incorporated governmental unit? What other dates have significance in the community from the standpoint of:

   Industrial expansion — Community celebration
   Great population change — Some signal honor
   Some tragedy

   In Chicago the old water towers may still be seen at the edge of the Loop, marking the line to which the great Chicago fire went. In your community, are there things to see which mark a time of significance?

4. Are there famous names in the history of your community? For what are the persons noted? Is their fame local, State-wide, or more widespread? Is Carlyle's theory that the history of a nation is bound up in the history of its great men given support by the stories of individuals or of families in your community? Are there descendants of your community's distinguished citizens living now? What place do they hold in the community's life?

5. Does your community capitalize in any way on its history?

   Omaha has its Golden Spike Celebration
   New Orleans has its Mardi Gras
   Philadelphia had its Sesquicentennial
   San Antonio preserves the Alamo

   Are there tangible assets in your community's history?

6. How is local pride in the community's history maintained? Are there stories known to everybody? Are there celebrations? Is there an historical society? Are booklets available to visitors? Are there official means of collecting and preserving historical materials?

   To what extent do schools perpetuate community interest, knowledge, pride? Are there curriculum units on local history? Are there school celebrations which emphasize the community's traditions? What are the primary purposes in the school's attention to community history?

REFERENCES

1. All States have their chroniclers of pioneer life—among them are: Hamlin Garland for Iowa; Willa Cather for Nebraska; Edna Ferber for Oklahoma; Ezra Meeker for Oregon; Conrad Richter for Ohio; Walter Edmunds for the Mohawk Valley of New York State; Laura Krey for Texas. Frequently an individual community's history is so much a part of a whole region's story that historical fiction of this type will give excellent background.

2. Many city, State, and county historical associations have published community histories. State historical associations also publish periodicals containing valuable material.

3. The American Guide Series prepared by the Works Progress Administration includes a wealth of historical material. Lists of volumes may be secured from local libraries or from the WPA.

4. For lists of distinguished citizens *see* such volumes as *Who's Who in America* (A. N. Marquis Co., Chicago), and the *Dictionary of American Biography* (Chas. Scribner's Sons, New York).

THE PEOPLE

"You have to know the people," the old resident or the real estate agent will say when they are describing the advantages of living in their particular community. The statement is equally true for anyone who wishes to understand a community and its way of life. Who are the people? What are their racial and nationality backgrounds? What traditions of culture, patterns of family life, habits of industry, standards of behavior, hopes for success did they bring with them? Over the years such things build certain elements into a community's character, as recognizable as are the contributions of the Germans to Milwaukee, the Scandinavians to Minnesota, the French to Louisiana and the Mexicans to the Southwest.

Less conspicuous perhaps, but very important, is the effect on a community of the age and sex of its population. For example, in South Carolina there are 523 children of 5 to 13 years of age to every thousand adults aged 20 to 64; in California there are 225 children to a thousand adults. The costs of education and other services for children fall heavily on the communities which have a high proportion of children to adults.

SUGGESTIONS FOR INVESTIGATION AND DISCUSSION

1. What is the population of your community by age groups? by sex? by marital status?

   Do you know some communities which because of employment, climate, housing, or other reasons have a preponderance of elderly people? of single young men? of single young women? of young married couples? Can you account for any unusual population ratio in your community?

2. What races and nationalities are represented in your community? in what proportions? How have these proportions changed over the period during which such census data are available? If there were great changes, how were they reflected in community interests, organization, and other matters?

Does your community have any titles or nicknames which come about because of its nationality characteristics? For example, near the Union Station in Buffalo there once was a large sign which said, "The second largest Polish city in the world."

How is the nationality status evident in the schools? In foreign language study? In pre-first grades for non-English-speaking children? In nationality representation on local boards or committees?

3. Are there recognized social classes in your community? If so, what are the factors which contribute to their growth?

   Have these terms any meaning in your community:

The wrong side of the tracks	The country-club crowd
The foreign quarter	The old families
Up-town	The commuters' train
The blue-bloods	Property owners
Two-car family	The better element

   Are there persons who are generally considered "the best people"? On what does this reputation rest?

4. In what ways does your community recognize, promote, and profit from the contributions which different nationality groups can make? Are there celebrations, fiestas, art exhibits, foreign restaurants, musical organizations? Do the schools enrich their programs by drawing from the cultures and traditions of their patrons, or is it unfortunate to be a foreigner in your schools?

5. What organizations are there to which persons—both young and adults—belong who are interested in:

Music	Literary study
Gardens	Handicrafts
Civic improvement	Dancing
Schools	Getting acquainted
Working women	Politics
Child study	Business advancement

6. Do people feel proud of their "community spirit"? What is it? How is it shown? What ways are there for people to discuss, or to show, what sort of community they want?

REFERENCES

1. Some technical studies of the population characteristics of communities which might be of interest are the following:

The Tenements of Chicago. By Edith Abbott, Sophonisba Breckenridge, et al. (Social Service Monographs, University of Chicago Press, Chicago, Ill.)

Immigrant Farmers and Their Children. By Edmund de S. Brunner. New York, Harper and Bros.

A New England Town in Transition. By C. G. Chakerian. (Field Study Series Bulletin No. 1, Interseminary Commission for Training for the Rural Ministry, Hartford, Conn., 1931.)

Caste and Class in a Southern Town. By J. Dollard. New Haven, Conn., Yale University Press.

Owatonna, the Social Development of a Minnesota Community. By E. B. Wesley. Minneapolis, Minn., University of Minnesota Press.

Social Change in Rural New England. By N. L. Whetten. (Sociology and Social Research, 19: 141–154, Nov.–Dec. 1934. Los Angeles, Calif., University of Southern California Press.)

2. Fiction which pictures communities of definite nationality composition includes the following:

My Antonía. By Willa Cather. Boston, Mass., Houghton Mifflin Co.

Bohemian community in Nebraska.

American Beauty. By Edna Ferber. New York, Grosset and Dunlap.

Polish community in Connecticut.

So Big. By Edna Ferber. New York, Grosset and Dunlap.

Settlement of Dutch truck farmers outside of Chicago.

Christ in Concrete. By Pietro di Donato. Indianapolis, Ind., Bobbs-Merrill Co.

Italian workers in a large city.

3. Publications of the Service Bureau for Intercultural Education (300 Fourth Avenue, New York City) suggest interesting things to do in developing intercultural understanding and appreciation; for example, celebrating the holidays of other nations, preparing and serving special foods of other nationalities, arranging for arts and crafts exhibits.

4. For a discussion of the problems presented by the presence of large numbers of persons of many nationality backgrounds in this country, *see* Thomas J. Woofter, Jr.'s *Races and Ethnic Groups in American Life* (New York, McGraw-Hill Book Company, Inc., 1933).

MAKING A LIVING

A lumber town in northern Wisconsin, a coal mining town near Pittsburgh, a trading center in the Minnesota wheat lands, an oil town in Oklahoma, a fishing village on the Maine coast, a citrus-packing center in California, a tobacco manufacturing city in North Carolina, a meat-packing city on the Missouri River, a college town anywhere—the list could go on indefinitely, calling attention to the great number and variety of occupations in this country, and roughly cataloging cities and towns in terms of their major industries. This is an initial step in discovering the character of communities, for the principal industries reflect certain characteristics in the communities which are host to them.

Not only the industries themselves but their age in the community and the reasons for and methods of their coming have important connotations for community study. For example, Pittsburgh grew because of and around the steel industry—but from simple beginnings. In pioneer days the trails broke at Pittsburgh. Many who came by flatboat changed here to prairie schooner. Many who came across mountain trails by Conestoga wagon stopped here for repairs. Iron-workers' shops grew up in abundance. With these beginnings and the presence of coal, it was natural that Pittsburgh should become a center for the manufacture of iron and steel products and for those industries which are subsidiary to steel.

Now, with such a centralization of related occupations have come certain effects: Large numbers of unskilled workers of foreign birth, a great group of skilled and technical workers, and a managerial group; centralization of workers around plants into nationality and language groups; organizations of employees striving for better working conditions; the growth of a wealthy class and the rise of philanthropic organizations; continuous demand for technical, part-time, and night school opportunities.

Other communities have their peculiar patterns of occupational development, affecting not only the material concerns

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of life, but their thinking, their standards of behavior, and their ideals. To a great extent, too, they influence what the schools do. Are there large numbers of foreigners? Then the schools may need pre-first grades, special language teaching, Americanization classes. Are there industries which provide employment for large numbers of high-school graduates? Then schools and industries may work out part-time, apprentice and placement programs. Even though there may be no occupation of special prominence but only the service occupations which keep a community running, schools will see in them the means of learning about the world's work, and of gaining respect for work and workers.

SUGGESTIONS FOR INVESTIGATION AND DISCUSSION

1. Does your community or the region of which it is a part have any occupation which earns it any such title as these: Furniture city, aluminum town, army post, shipping center, lake port, citrus-packing center, capital city, county seat, shopping center?

   If there is no single industry which classifies the community, name several in which the largest number of persons are employed. To which ones do young people look for employment?

2. Has the occupational character of your community changed in the last decade? Are there new or greatly expanded industries? some industries closed out, or declining? What results have these changes had on the total population? on the retail trade? on real estate values? on relief expenditures? on vocational training in the schools?

3. Has any industry in your community had the effect of developing certain groups or classes, such as "the factory crowd," "the campus group," "the hotel workers"? Has any industry developed a leadership group in the community?

4. Are there organizations of workers in your community? If so, what are they, and how many persons belong? Are they affiliated with national groups? Is there "a community point of view" about them, or are there different opinions? What are they?

5. What can you find out about the average and the range of family incomes in your community? According to the National Resources Committee, half of America's 29 million families of two or more persons had incomes of $1,160 or less in 1935–36. How do family incomes in your community compare with this average?

To show the range, work out some such chart as this:

Worker	Daily wage	Number of days employed	Yearly income	Approximate number of workers
Carpenter				
Stenographer				
Saleslady				
Factory worker (specify)				
Foreman				
Household employee				
Teacher				
Librarian				

6. "To get a job," or "to get a better job" is the ambition of vast numbers of persons at the present time. Somewhere in every community there should be facilities for helping persons to learn a vocation, to get a job, to decide what work they want to progress in, to secure additional training, to advance in their jobs. Where are there facilities in your community for guidance, training, and placement? Are they sufficient for the need?

REFERENCES

1. For employment statistics by occupations in cities of 25,000 and over, *see* Bureau of the Census's Fifteenth Census, Report on Population, vol. 4, Occupations by States. (Government Printing Office, Washington, D. C., 1933.)

2. For statistics relating to income, *see* "Consumer Incomes in the United States," by the National Resources Committee, 1938.

3. For an account of the characteristics of a community as reflected by its occupational life, *see* Chapters II and III

of *Middletown in Transition* by Robert S. Lynd and Helen M. Lynd (Harcourt, Brace & Co., 1937); and *Just Plain Larnin'* by J. N. Shields (Coward McCann, 1934).

4. Good descriptions of school programs of guidance, vocational training, and placement may be found in *Guidance in Educational Institutions*, 37th Yearbook, Part I of the National Society for the Study of Education (Public-School Publishing Co., Bloomington, Ill., 1938); *Occupational Guidance* by Paul W. Chapman (T. E. Smith and Co., Atlanta, 1937); *High Schools and Life* by Francis Spaulding. (Regents Inquiry Report for New York State, 1939, McGraw-Hill Book Co.)

COMMUNITY ORGANIZATION AND GOVERNMENT

Government is an exceedingly complex matter in this country, organized as it is on the three levels—Federal, State, and local. Local units of government include a variety—cities, towns, townships, parishes, boroughs, counties—each of which has certain legal responsibilities and certain specific authority. Cutting across these local units and frequently disregarding their boundary lines may be other units of government, such as drainage districts and school districts, with their specific authorities. Each of these units has its officials; each one may have the right to levy taxes for specific purposes. It is sometimes difficult, therefore, to be completely sure what one's "community" is.

For example, a family might live in a medium-sized city which has a city hospital, city parks, a public library, but sends its children to a consolidated high school which receives health service from a county health department. In studying the ways in which these public services are operated—parks, libraries, schools, health services, and others—it is necessary then to discover in what governmental unit each one is organized, administered, and financed.

In recent years there have been strong efforts to eliminate the confusing, expensive, and inefficient overlapping of governmental units, and to work toward larger units of administration, but these movements meet strong opposition. For example, in one Midwestern State a few years ago, a commission which was invited by the Governor to survey State and local government recommended that county offices be abolished and regional offices be established following somewhat the boundaries of congressional districts. Immediately a great clamor arose. Destroy the county courthouses? Never!

For anyone intent, therefore, on community study, there is first the question, "What is the community, or what are the communities, to be studied?" Then for each one comes its boundaries, its authority, its officials, its activities, its relationships to other units, *and* its effectiveness.

SUGGESTIONS FOR INVESTIGATION AND DISCUSSION

1. When asked to fill in a form, you always write "United States" in the blank which begins "Citizen of _____." But you are also a citizen of

   _____ State.
   _____ County or parish.
   _____ Township or town.
   _____ City or town.

   Locate the administrative office of each, and name the chief official of each.

2. There may be organization charts available at your city hall or county courthouse. If so, locate as many of these services as possible: Health, libraries, fire protection, playgrounds, police, schools, welfare, juvenile court.

   If charts are not available, start some which may be developed as you proceed with your study.

3. How large a business is your community? What is its income? total expenditures? What proportions are spent for such services as those listed above?

4. How often, when, and for what does your community hold elections? What are the requirements for voting at each one? What proportion of those qualified, vote? If there are separate school elections, is the number of voters as large as at other elections?

5. How do people in the community feel about their government? Are there certain features which they are inclined to feel very proud of? Are there others which people generally think should be improved? Do any of these involve reorganization of governmental units, more efficient personnel, larger budgets?

6. What groups in the community are interested in government? Are there political study clubs, "good government" leagues, committees for special purposes?

   Do school courses include study of local government? What activities are carried on so that children can see "government in action"?

REFERENCES

1. For references on city organization, *see: Representative Administrative Organization Charts of Cities*, by the American Municipal Association (Chicago, 1934); *Social Characteristics of Cities: A Basis for New Interpretations of the Role of the City in American Life* (International City Managers' Association, Chicago, 1937); *Measuring Municipal Government: Suggested Standards for Measuring the Results of Fire, Health, Police, and Public Works Departments*, by Clarence E. Ridley (Public Administration Service, Chicago, 1927).

2. For references on school district organization in relation to other units of government, *see: Reorganization of School Units* (U. S. Office of Education Bulletin, 1935, No. 15, Superintendent of Documents, Government Printing Office, Washington, D. C., 10 cents); *Principles and Procedures in the Organization of Satisfactory Local School Units* (U. S. Office of Education Bulletin, 1938, No. 11. Superintendent of Documents, Government Printing Office, Washington, D. C., 25 cents).

THE COMMUNITY'S HEALTH

National surveys of health conditions seem to show that there is much yet to be done before most communities can say that they are really fit places for people to live. We have at least three major shortcomings. *First, there is far too much illness.* On an average day, about 5 million persons are disabled by illness. The total cost of illness and premature deaths is approximately 10 billion dollars a year. *Second, health services are inadequate.* There are about a thousand counties which have no public health nurse. Forty percent of the counties have no registered general hospital. One-third of the population is receiving inadequate or no medical services. *Third, health education is seriously inadequate, both for children and for adults.* Very few city schools have health supervisors, and only about a third of the States provide school health supervision in State departments of education.

As a matter of fact, the idea of a community's being responsible for the health of its citizens has had a slow development. It began, as did the Federal Government's health activities, in the attempt to control communicable diseases. They were threats to whole communities. The needy sick were also recognized as community charges, and for them hospitals were built. More recent has been acceptance of such health responsibilities as the following: (1) regulation and control of such community services as water supply, sewage disposal, food inspection, milk supply; (2) medical and dental services for the needy; (3) establishment of a public health authority to supervise the community's health activities and to maintain relations with State health agencies; (4) provision of clinical, medical, visiting nurse, and other service to mothers and babies; (5) clinical services of a mental hygiene character to children and adults. All these and others are found in some communities, but by no means universally.

In a comprehensive community health program the schools carry heavy responsibilities, varying according to needs and

the stage of development of the public health services. In some communities, for example, schools have gone further than the customary examination of school children and have actually provided necessary remedial service. In more communities, schools work closely with homes and with health agencies to guarantee follow-up of the defects discovered in their examinations. In many communities, parent groups study health problems, and attempt to work out more healthful conditions for children. In practically all schools, health instruction, healthful practices, and the provision of healthful school environments are recognized as primary responsibilities.

SUGGESTIONS FOR INVESTIGATION AND DISCUSSION

1. Is your community generally considered a healthful place to live? Are any special features of location, climate, water supply, topography, industrial development, recreational features, or other factors frequently quoted as affecting the health of the community one way or the other?
2. What has been the birth rate in your community for each of the past 5 years? What has been the (general) death rate for the same period? What was the excess of birth over death rates for these years? How does this compare with the figures for your State? for the Nation as a whole?
3. What was the maternal mortality rate for your community? For the Nation as a whole, it was 5.7 in 1936. (Number of deaths from causes relating to childbirth per 1,000 live births.)

   What was the infant mortality rate in your community? For the Nation as a whole it was 57.1 in 1936 (number of deaths—exclusive of stillbirths—under 1 year of age per 1,000 live births.)

   How have these rates changed in your community over the past decade?
4. How many registered physicians are there in your community? What is their ratio to the population? For the Nation as a whole in 1931 it was 1 to 1,602 persons

in communities under a thousand in population, and 1 to 530 in communities of 100,000.

5. What hospitals are there in your community? Do they specialize in certain types of service? If there are no hospitals, where do people go for hospitalization?
6. Is there a public health department? What services does it provide?
7. What was the total amount of public funds spent in your community for medical care this last year? How much of this was local money? How much from the State? How much from Federal funds? What percentage of your community's total expenses last year went for health?
8. Are there group health or group hospitalization organizations in your community? What are their purposes? What do they cost? Do many persons belong?
9. Does your community present any special health problems to the schools—as, for example, instruction about some particular community health hazard, or extensive health and medical service to some section of the community which has a poor health record?
10. What resources do the schools have for their part of the health work? Is there a director or supervisor of health education? Are there school nurses? at least one school physician and dentist? Can you draw two diagrams, possibly interlocking, to show how the community health department and the school health department operate?
11. Are there campaigns or movements under way in your community at the present time for extension or improvement of health services?

REFERENCES

1. For statistics on birth and death rates, *see* the Bureau of the Census's Report on Vital Statistics, 36th Annual Report, Mortality Statistics, 1935. (Superintendent of Documents, Government Printing Office, Washington, D. C.); and the U. S. Public Health Service's National Health

Survey, 1935–36. (Superintendent of Documents, Government Printing Office, Washington, D. C.)

2. For figures showing what it costs to be sick, *see The Costs of Medical Care*, Committee Publication 27. (University of Chicago Press, Chicago, 1933.)

3. For a description of the organization of health services, *see Community Health Organization* by Ira V. Hiscock. (Commonwealth Fund, New York, 1932); or *Ways to Community Health Education* by the same author. (Commonwealth Fund, New York, 1939.)

For a description of the organization of health education in the schools, *see The Organization and Administration of Health Education*, by John W. Studebaker and Fred Moore, M. D. (U. S. Office of Education, Bulletin 1939, No. 12, Superintendent of Documents, Government Printing Office, Washington, D. C.); or Chapter VI in *Social Services and the Schools* by the Educational Policies Commission (1201 Sixteenth Street, Washington, D. C., 1939).

4. For a description of group contract plans for health service, *see New Plans of Medical Service.* (Julius Rosenwald Fund, Chicago, 1936.)

RECREATION AND CULTURAL OPPORTUNITIES

"All work and no play makes Jack a dull boy," says the proverb. The same can be said for a community. No places to play and no resources for recreation and personal enjoyment make a community a dull place in which to live. "Nothing going on," "a slow town," "a town where they pull in the sidewalks," are some of the expressions used to describe such a place.

But that isn't the worst part of it. A community that has little recreational opportunity is less safe as a place in which to live than one that provides time and place to play. Crime statistics show this. Furthermore, a town without recreational facilities isn't considered a good town in which to work. Workmen want to live where there are things going on, where their families will be happy. Industry generally appreciates the value of recreation to the extent of supplying facilities in plants and large businesses and of supporting community recreational programs. Statistics on recreation are going up—numbers of parks, playgrounds, swimming pools, and all sorts of public facilities; numbers of trained persons employed to develop recreation programs; amount of public funds spent for recreation facilities; and, best of all, the numbers of persons who are finding increased pleasure and personal efficiency through recreation.

But *community* responsibility for providing recreational facilities has been a concept of slow growth. Before 1850 practically no recreational opportunities were provided at public expense. Parks came first, then playgrounds and play supervisors. Now, of course, an index of the facilities provided through public taxation to supply cultural and recreational opportunities would be a very long list, and entertaining in itself.

Usually a community's program grows slowly. For example, one small midwestern town which will soon celebrate its hundredth anniversary has just established a city park. This was done after months of discussion as to whether the city could legally spend public money in that way; what the

probable effect would be on the young people; whether it would bring undesirables to the community; whether a city park should be inside the city limits or outside in a woodland area; whether it should be laid out formally with gardens and fountains or whether most of the funds should be spent for play equipment. In the past there have been small appropriations to the town band, a small tax for the library, a community Christmas tree, approval of commercially sponsored fall festivals. But the park represents the community's first major recreational enterprise, and its first large cooperative project in many years. The process of working out these problems—slow though it was—means that the park will now be prized, supported, and used by the community as a whole.

In studying a community, it is interesting to consider how mature, or how far along it is in its attitude toward public responsibility for recreation, and in its program of carrying out those responsibilities.

SUGGESTIONS FOR INVESTIGATION AND DISCUSSION

1. There are communities in which it can be said, "Everybody has a garden," or "Children grow up in the water," or "This is a race-track town." Are there such easy classifications as that for your community? If not, name some of the most common recreations of:

High-school students	The out-of-school young people
Adult women	The young married set
Adult men	Children
Transients	The business set

2. What recreational and cultural facilities are provided at public expense?

Playgrounds for children	Picnic grounds	Carnivals
Municipal golf course	Tennis courts	Libraries
Open-air theaters	Club rooms	Museums
Amusement park	Art gallery	Concerts
Swimming pools	Ball parks	Dancing

Are any of the above provided commercially?

3. Have there been surveys of the reading habits of people in your community? What do they read? How much do they read? Where do they get their books? How much do they spend for books? Has your library been

rated on the basis of the American Library Association standards as outlined in the *Classification and Pay Plans for Municipal Libraries* (American Library Association, 520 North Michigan Avenue, Chicago).

Have the schools made surveys of children's reading habits?

4. How much do the people in your community go to see motion pictures? What is the average number of times attended by each adult? by each child? How many motion-picture theaters are there? Can they be classified as to types of pictures presented? Do any of them confine their programs to artistic and nonpopular features or to newsreels? Are there children's movies? What agencies in the community are interested in securing better motion-picture programs?
5. Is there a recreation department in your community? How is it organized? Are there recreation directors or supervisors? What is the department's annual budget? Is this increasing?

   What other boards, departments, commissions are there which deal with recreational and cultural programs? Do they spend public funds?
6. Some parents prefer to bring up their children in a small town or in the country because they think the opportunities are greater there for the development of wide recreational and cultural interests and habits. Other parents prefer cities for the same reason. What advantages and disadvantages do you see in each? What problems do the schools have in using and in supplementing community resources?

   It is frequently said that the schools have a problem in providing the opportunities for play, for using tools, for experimenting with materials, for group recreation which cities and crowded city life took away. If yours is a city community, do your schools do this?

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1. For general references on recreational and cultural programs, *see: Recent Trends in Recreation and Leisure Time Activities*, by J. F. Steiner. (McGraw-Hill Book Co., New York, 1933); and *Education Through Recreation*, by L. P. Jacks, (Harper and Bros., New York, 1932.)

2. For a comprehensive description of a community recreation program, *see: Leisure—A Suburban Study (Westchester County)*, by George A. Lundberg *et al.* (Columbia University Press, New York, 1934.)

3. For a discussion of community recreation administration, *see: Social Services and the Schools.* (Educational Policies Commission, 1201 Sixteenth Street NW., Washington, D. C., 1939); and *Educational Policies for Community Recreation*, by the same agency (1940).

HOUSING

A cross-country tour of any part of our country unrolls a bewildering panorama of types and conditions of living quarters. Little villages whose main streets are lined with fine old Victorian houses set in spacious shady lawns; beautiful farming country from Grant Wood's canvases with pleasant, trim white houses closely guarded by towering, bulging red barns; suburban communities cross-hatched by streets lined with 2-year-old trees, and behind them tight little rows of houses varying only in the color of their trim; mining communities, the hills rimmed with slate-gray boxes which make up the company towns; "developments," usually on the edge of larger cities, varying from row houses to huge apartment settlements, or to those expensive dwellings on curved roadways instead of straight streets. In all these and many others, people live—permanently or briefly; comfortably or with resignation; happily or unhappily.

On the whole, recent surveys of living conditions in American cities seem to show that a large percentage of the places in which families live are unsuitable. Real property surveys in 203 cities, including more than 8 million dwelling units showed 40 percent without installed heating; 15 percent without private indoor flush toilets; 5 percent unfit for use or in need of major repairs; 5 percent housing more than one family. As for country people, the American Farm Bureau Federation estimates that 3 million farm dwellings do not meet minimum standards of health and comfort.

These conditions are not met with complete complacency. Communities throughout the country have tightened up their inspection services; have established planning commissions and zoning boards; have encouraged and participated financially in housing developments. Federal housing agencies, comparative newcomers among governmental institutions, are cooperating with individuals and with local communities in subsidizing the construction of houses for low-income families both in urban and rural areas. If it

were clearly understood to what extent the way people live influences the health, occupational efficiency, welfare, educational status, and general outlook of the community, possibly remedial measures would come more rapidly, for a community's complexion and general health are greatly influenced by the living conditions of its people.

SUGGESTIONS FOR INVESTIGATION AND DISCUSSION

1. What is the "general impression" of the housing situation in your community? To which sections are visitors taken? To which do they not go? Are there any—or many—of the following:

Estates	Subsistence garden homes
Large apartment houses	Resettlement projects
Duplexes	Inexpensive "subdivisions"
Row houses	U. S. Housing Authority developments
Shanty towns	
Modernistic houses	Slums

2. If there has been a housing survey of your community, find out what proportion of the families live in:

1-family dwellings
2-family dwellings
3- or more-family dwellings
Their own homes
Rented homes:
Less than $15. $15 to $29. $30 to $50. Over $50
Structures more than 20 years old
Frame dwellings. Brick. Stone
New houses which they are paying for on installments
Unsafe or insanitary dwellings

3. Does your community have enough houses? (City surveys conclude that there are not enough suitable housing units.) Is there much new construction? If so, of what type? Are rents high or low in comparison with what they were 5 years ago?
4. What efforts are being made toward community planning? Is there a Planning Commission? What are its principal activities? Does it have strong community support?

5. It is customary in many schools to include a study of housing as one of the social science units. Is this done in the schools of your community? Do organizations of parents and teachers, college and university clubs, service clubs, and others show constructive interest in the housing situation? What do people in the community think of persons who go to look at the poorest living quarters and who discuss housing problems? Is the public's attitude changing?

REFERENCES

1. References about local conditions are best, but the following give good material about the general situation: *Low-income Housing Area Survey*, and *Urban Housing*, both by the Works Progress Administration (Superintendent of Documents, Government Printing Office, Washington, D. C., 1939); *Introduction to Housing, Facts and Principles*, by Edith Elmer Wood (U. S. Housing Authority, Federal Works Agency, Washington, D. C., 1939); *Slums and Housing*, by James Ford (Harvard University Press, Cambridge, Mass., 1937).

2. For suggestions on how to conduct a survey of housing conditions see Chapter 7 *Your Community*, by Joanna C. Colcord (Russell Sage Foundation, New York, 1939).

3. Frequently the school superintendent's office has information about the housing situation which comes from the children's permanent record cards and from school building surveys. Such surveys would show where greatest congestion is, where the new construction is taking place, and in what areas the community is growing.

WELFARE SERVICES

So long as people have lived together in groups there have been some among them who needed help from others of the group—food, shelter, nursing, a lift on the road, some expert skill, or just sympathetic advice. By far the most of this help has always been rendered as personal, friendly, neighborly services—so much so that the term "neighborly" has come to mean readiness to help others who are in need. But with the centralization of population in large cities and consequent loss of personal touch, with the increasing complexity of economic life and the consequent decrease in the amount of control people have over the conditions of their lives, have come greater numbers needing help and fuller acceptance of the responsibility of communities to supply it.

Many of the types of welfare services now rendered by communities have been known for generations—aid to the blind, to the aged, to dependent and homeless children, to veterans, to the feeble-minded, and others. However, in recent years much more extensive administrative plans for providing the services have been developed, involving cooperation of the local, State, and Federal governments. These programs have necessitated the employment of trained personnel and a considerable increase in the amounts of public funds used for welfare. In fact, welfare expenditures now rank second to defense expenditures for the Nation as a whole.

The greater acceptance of public responsibility does not, however, relieve citizens and community organizations of all responsibility. Now in the formative stage of some of the public assistance programs is the time to establish cooperative relations with other community enterprises—with health departments, with employment centers, with schools, with recreation departments, as well as with legitimate private agencies. Only in this way can there be such coordination of the whole program as will guarantee effective and efficient service.

SUGGESTIONS FOR INVESTIGATION AND DISCUSSION

1. Has your community a Community Chest? What is its budget? Is it increasing? Is the full amount requested always secured? How many agencies are included in the Chest? Is the number changing? What evidences of coordination of services are there?
2. Has your community a council of social agencies or a welfare federation? What are its functions?
3. How many persons received public assistance of some type during the past year? How does the number compare with those of former years? Can you account for any great change?

   Are the welfare cases centered in any certain districts? Among any groups of the population?
4. How much of public funds was spent for welfare services this past year? What proportion of this was from local taxation? From the State? From the Federal government? Make a check list to show where the funds came from and where they went:

Purpose	Funds				Number of cases
	Local	State	Federal	Total	
Work relief					
General assistance					
Unemployment assistance					
Old-age assistance					
Aid to the blind, etc.					

5. Is there a Department of Public Welfare? How is it organized? How many persons are on the staff? How are the persons selected? How long has there been a department?
6. Schools have always carried on many welfare activities. To enforce the compulsory school attendance laws it has been necessary to supply children with clothing, to see that they had food, to remedy physical defects, to estab-

lish parental schools, and in other ways to provide for the physical and social welfare of school children. In your community, how do schools and welfare agencies cooperate on such cases as these:

A child needs glasses but cannot purchase them.

An upper grade child runs away from home and is frequently absent from school.

When cold weather comes many children need shoes.

Children come to school having had little or no breakfast.

A family moves to the edge of town, too far for the youngest to walk to school.

Young children are neglected in after-school hours because their mother works late hours.

Transients send children to school, but they are obviously not well-fed.

High-school boy wants to finish high school, but must go to work to help the family.

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1. For general accounts of the development of public welfare programs, *see Public Welfare Organization*, by A. C. Millspaugh (Brookings Institution, Washington, D. C., 1935); the latest edition of *The Social Work Yearbook* (Russell Sage Foundation) for descriptions of various programs.

2. For descriptions of Federal assistance programs write to the Social Security Board, Federal Security Agency, Washington, D. C., asking for descriptive leaflets.

3. For a discussion of the relation of schools to welfare agencies, *see Social Services and the Schools* (Educational Policies Commission, 1201 Sixteenth Street NW., Washington, D. C., 1939).

4. For a summary of welfare services in relation to children's problems, *see* the *Report of the White House Conference on Children in a Democracy* (Superintendent of Documents, Government Printing Office, Washington, D. C., 1940).

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